

Message Text

CONFIDENTIAL

PAGE 01 BONN 09926 01 OF 03 211933Z

66

ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03

NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03 SS-20

USIA-15 EB-11 ACDA-19 IO-14 NIC-01 SAJ-01 DRC-01 /147 W

----- 112150

P R 211920Z JUN 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 3381

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION NATO BRUSSELS

USMISSION BERLIN PRIORITY

C O N F I D E N T I A L SECTION 01 OF 03 BONN 09926

E.O. 11652: GDS

TAGS: PFOR, US, UK, FR, UR, GW, GE

SUBJECT: BONN GROUP PAPER: CONTINGENCY PLANNING IN
EVENT OF INTERFERENCE WITH CIVILIAN TRANSIT
TRAFFIC

1. PROVIDED BELOW IS PART IV, "A. POSSIBLE COUNTER-
MEASURES AVAILABLE TO: 1. THE FRG AND 2. THE THREE
POWERS; B. LIAISON WITH NATO AND THE PRESS" OF A DRAFT
BONN GROUP PAPER ON CONTINGENCY PLANNING IN EVENT OF
INTERFERENCE WITH CIVILIAN TRANSIT TRAFFIC ON THE FRG-
WSB TRANSIT ROUTES. PAPER HAS RECEIVED TRIPARTITE
APPROVAL, AND WE FULLY EXPECT FRG AGREEMENT TO BE
OBTAINED EARLY WEEK OF JUNE 24.

2. BEGIN TEXT:

IV. A. POSSIBLE COUNTERMEASURES AND, B. LIAISON WITH
NATO AND THE PRESS

1. THIS SECTION LISTS THE POSSIBLE TYPES OF ACTION THAT
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BONN 09926 01 OF 03 211933Z

MAY NEED TO BE CONSIDERED IN A SITUATION INVOLVING

INTERFERENCE WITH CIVILIAN TRAFFIC ON THE TRANSIT ROUTES. IT DOES NOT AIM TO DO MORE THAN PROVIDE A CHECK LIST OF THE PROCEDURES THAT MIGHT BE ADOPTED FOR:

I. ACTION BY THE FRG (SECTION A-1).

II. ACTION BY THE THREE POWERS (SECTION A-2).

III. LIAISON WITH NATO AND THE PRESS (SECTION B).

SUBSTANTIVE ASPECTS OF THE ACTION TO BE TAKEN DEPEND SO MUCH ON THE CIRCUMSTANCES OF ANY PARTICULAR SITUATION THAT NO USEFUL PURPOSE WOULD BE SERVED BY CONSIDERING THEM ON A CONTINGENCY BASIS IN THIS PAPER.

2. IN A SITUATION INVOLVING INTERFERENCE WITH CIVILIAN TRAFFIC BUT NOT WITH ALLIED MILITARY TRAFFIC, THE ISSUES WOULD NORMALLY BE TAKEN UP IN THE FIRST INSTANCE BY THE FEDERAL GERMAN GOVERNMENT WITH THE GDR GOVERNMENT UNDER THE TRANSIT TRAFFIC AGREEMENT, WHICH PROVIDES IN ARTICLE 19 MACHINERY FOR THE CLARIFICATION OF DIFFICULTIES OR DIFFERENCES OF OPINION REGARDING THE APPLICATION OR INTERPRETATION OF THE AGREEMENT. A FORMAL PROTEST BY THE ALLIES WOULD NOT NORMALLY BE MADE UNTIL THE POSSIBILITIES OF ACTION UNDER THIS MACHINERY HAD BEEN EXHAUSTED. IF THE INTERFERENCE WERE SO GROSS A KIND AS TO CONSTITUTE A MANIFEST VIOLATION OF THE QUADRIPARTITE AGREEMENT, IT MIGHT BECOME APPROPRIATE FOR AN ALLIED PROTEST TO BE MADE TO THE SOVIET UNION AT

THE SAME TIME OR SOON AFTER A PROTEST BY THE FRG TO THE GDR. OTHER SITUATIONS MIGHT ARISE IN WHICH SOME ALLIED ACTION WITH THE SOVIET GOVERNMENT, SHORT OF A FORMAL PROTEST, MIGHT BE EXPEDIENT WHILE EXCHANGES BETWEEN THE FRG AND GDR CONTINUED. ACTIONS DEPARTING FROM THE NORMAL SEQUENCE WOULD NEED TO BE CONSIDERED BETWEEN THE FOUR GOVERNMENTS IN THE LIGHT OF THE PARTICULAR CIRCUMSTANCES.

3. THE FORMS OF ACTION LISTED IN EACH SECTION ARE APPROXIMATELY IN ORDER OF INCREASING SERIOUSNESS. IT
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BONN 09926 01 OF 03 211933Z

WOULD NORMALLY BE APPROPRIATE TO WAIT FOR THE RESULTS OF EACH STEP BEFORE CONSIDERING A FURTHER ESCALATION OF THE ISSUE, AT LEAST IN ACTION WITH OTHER GOVERNMENTS.

A. 1. POSSIBLE "DIPLOMATIC" COUNTERMEASURES AVAILABLE TO THE FRG.

(A) FORMAL ACTIONS

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 BONN 09926 02 OF 03 211939Z

66

ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03

NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03 SS-20

USIA-15 EB-11 ACDA-19 IO-14 NIC-01 SAJ-01 DRC-01 /147 W

----- 112198

P R 211920Z JUN 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 3382

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION NATO BRUSSELS

USMISSION BERLIN PRIORITY

C O N F I D E N T I A L SECTION 02 OF 03 BONN 09926

(1) AT THE TRANSIT COMMISSION LEVEL (ARTICLE
19, PARAGRAPH 3 OF THE TRANSIT TRAFFIC
AGREEMENT);

(A) DISCUSSION OF THE INCIDENT AT THE NEXT
ROUTINE MEETING OF THE TRANSIT COMMISSION -
WITHOUT SPECIAL NOTICE;

(B) TELEX TO THE GDR TRANSIT DELEGATION
LEADER:

-- INCLUSION OF ITEM IN TELEX MESSAGE
CONVEYING AGENDA FOR NEXT ROUTINE COMMISSION
MEETING;

-- SPECIAL TELEX MESSAGE SOLELY ON INCIDENT SENT
IMMEDIATELY AFTER LEARNING OF IT AND REQUESTING
ITS INCLUSION AS AGENDA POINT IN NEXT ROUTINE
COMMISSION MEETING;

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BONN 09926 02 OF 03 211939Z

-- NOTICE BY TELEX OF THE INCIDENT WITH THE
REQUEST FOR IMMEDIATE TELEGRAPHIC INFORMATION;

-- NOTICE BY TELEX OF THE INCIDENT WITH THE
REQUEST FOR AN EXTRAORDINARY MEETING OF THE
TRANSIT COMMISSION;

(C) DISCUSSION OF THE INCIDENT IN A MEETING OF
THE TRANSIT COMMISSION AS NORMAL OR EXTRA-
ORDINARY AGENDA POINT:

-- DEMANDS FOR ASSURANCE THAT MEASURES WILL
CEASE AND/OR NOT BE REPEATED;

-- IF APPROPRIATE, AT THE SAME TIME AFFIRMATION
THAT DIFFERENCES OF OPINION HAVE NOT BEEN RE-
SOLVED IN THE TRANSIT COMMISSION;

(D) BOTH TRANSIT DELEGATIONS SUBMIT THE
INCIDENT TO THEIR GOVERNMENTS (ARTICLE 19, PARA-
GRAPH 5 OF THE TRANSIT TRAFFIC AGREEMENT).

(2) AT THE LEVEL OF THE FEDERAL GOVERNMENT:

(A) DISCUSSIONS WITH THE GOVERNMENT OF THE GDR
(ARTICLE 19, PARAGRAPH 5 OF THE TRANSIT TRAFFIC
AGREEMENT).

(B) CONSULTATIONS WITH THE THREE POWERS WITH
A VIEW TO CONSIDERING WHETHER THE LATTER SHOULD
TAKE UP FOUR POWER CONSULTATIONS AS ENVISAGED IN
POINT 4 OF THE FINAL QUADRIpartite PROTOCOL.

(B) PUBLIC STATEMENTS

(1) BY THE FEDERAL GOVERNMENT:

(A) DECLARATION BY THE TRANSPORT MINISTRY (PRESS
SPOKESMAN AND/OR LEADER OF THE TRANSIT DELEGA-
TION);

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BONN 09926 02 OF 03 211939Z

(B) STATEMENT BY THE FEDERAL GOVERNMENT
SPOKESMAN;

(C) STATEMENT BY THE FEDERAL MINISTER FOR
INNER-GERMAN AFFAIRS.

THE STATEMENTS ENUMERATED ABOVE COULD BE MADE
SIMULTANEOUSLY OR IN SEQUENCE.

(2) BY THE BERLIN SENAT:

(A) STATEMENT BY THE SENAT SPOKESMAN;

(B) STATEMENT BY THE SENATOR FOR FEDERAL
AFFAIRS;

(C) STATEMENT BY THE GOVERNING MAYOR.

NOTE ON NO. 1 AND 2 ABOVE. THESE SPECIFIC
STATEMENTS DO NOT REPRESENT AN ALL INCLUSIVE
LIST.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 BONN 09926 03 OF 03 211941Z

66

ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03

NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03 SS-20

USIA-15 EB-11 ACDA-19 IO-14 NIC-01 SAJ-01 DRC-01 /147 W

----- 112211

P R 211920Z JUN 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 3383

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW
AMEMBASSY PARIS
USMISSION NATO BRUSSELS
USMISSION BERLIN PRIORITY

C O N F I D E N T I A L SECTION 03 OF 03 BONN 09926

B. POSSIBLE DIPLOMATIC COUNTERMEASURES AVAILABLE TO
THE THREE POWERS

1. INFORMAL DEMARCHES TO THE SOVIET EMBASSY IN EAST
BERLIN BY APPROPRIATE MEMBERS OF THE ALLIED MISSIONS.
THESE DEMARCHES COULD BE MADE AT DIFFERENT LEVELS:

A. PROTOCOL OFFICER

B. POLITICAL ADVISER

C. MINISTER

SUCH DEMARCHES WOULD NORMALLY BE MADE ORALLY BY THE
ALLIED CHAIRMAN AT THE LEVEL CHOSEN TO HIS SOVIET
OPPOSITE NUMBER, BUT THEY COULD IF NECESSARY BE GIVEN
ADDITIONAL WEIGHT BY THE PRESENCE OF ALL THREE ALLIED
REPRESENTATIVES OR BY LEAVING AN AIDE MEMOIRE OR BOTH.
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BONN 09926 03 OF 03 211941Z

2. LETTER TO THE SOVIET AMBASSADOR FROM THE ALLIED
CHAIRMAN AMBASSADOR. THIS STEP WOULD BE APPROPRIATE AT
THIS POINT IN THE SCALE BECAUSE THE MATTER WOULD STILL
BE IN THE HANDS OF OFFICIALS OF THE FOUR POWERS IN
GERMANY HAVING DIRECT RESPONSIBILITY FOR BERLIN AFFAIRS.

3. DEMARCHES TO THE SOVIET GOVERNMENT IN MOSCOW BY THE
ALLIED AMBASSADORS, NORMALLY SEPARATELY BUT USING AN
IDENTICAL TEXT AGREED IN THE BONN GROUP. THIS ACTION
IN MOSCOW COULD BE SUPPORTED BY CORRESPONDING ACTION
WITH THE SOVIET AMBASSADORS IN THE THREE ALLIED
CAPITALS.

4. INFORMAL QUADRIPARTITE DISCUSSIONS, NOT FORMALLY
UNDER THE FQP.

5. ALLIED REQUEST FOR FORMAL FOUR POWER CONSULTATION
AS PROVIDED IN PARA 4 OF THE FQP.

(DEPENDING ON THE CIRCUMSTANCES, IT MIGHT ALSO, FOR INSTANCE, BE APPROPRIATE AT SOME POINT TO CONSIDER RECOMMENDING THAT THE FONMINS OF THE THREE POWERS SEND PERSONAL MESSAGES TO THE SOVIET FONMIN.)

B. LIAISON WITH NATO AND THE PRESS

1. AT AN EARLY STAGE THE BONN GROUP SHOULD PREPARE A BRIEFING REPORT ON THE SITUATION FOR NATO. FURTHER BRIEFINGS MAY BE NEEDED AS THE SITUATION DEVELOPS. IF THE SITUATION ESCALATES SERIOUSLY CONSIDERATION SHOULD BE GIVEN TO ASKING MEMBER GOVERNMENTS OF NATO TO EXPRESS THEIR CONCERN INDIVIDUALLY TO THE RUSSIANS.

2. CONSIDERATION SHOULD BE GIVEN TO PROVIDING APPROPRIATE BRIEFINGS FOR THE PRESS TO TRY TO ENSURE A BALANCED PRESS COVERAGE AND TO HELP THE PRESS TO KEEP THE SITUATION IN PERSPECTIVE. END TEXT

3. COMMENT AND RECOMMENDATION: PART IV BEING PROVIDED NOW DUE TO CONNECTION BETWEEN FEA LEGISLATIVE PROCESS (WHICH IS NOW NEARING COMPLETION) AND GDR THREATS
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BONN 09926 03 OF 03 211941Z

AGAINST TRANSIT TRAFFIC WHICH NOW, HOWEVER, SEEM LESS LIKELY THAN THEY DID LAST SPRING.(SEE BONN 9787).
RECOMMEND DEPARTMENT APPROVE TEXT AS GIVEN PARA 2.
AT SAME TIME, DOCUMENT SHOULD NOT BE CONSIDERED STATIC, AND COMMENTS, PARTICULARLY FROM USBER, ARE WELCOMED.
HILLENBRAND

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: AGREEMENTS, PAPERS, CONTINGENCY PLANNING, TRANSIT ALIENS, BERLIN TRIPARTITE MATTERS
Control Number: n/a
Copy: SINGLE
Draft Date: 21 JUN 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974BONN09926
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D740163-0734
From: BONN
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19740626/aaaaavsb.tel
Line Count: 365
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 7
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 04 APR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <04 APR 2002 by izenbei0>; APPROVED <18 JUN 2002 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: BONN GROUP PAPER: CONTINGENCY PLANNING IN EVENT OF INTERFERENCE WITH CIVILIAN TRANSIT
TAGS: PFOR, US, UK, FR, UR, GE, GC
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005